Third Review Conference of the States Parties to the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction

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Consideration of submissions of States Parties as provided for in Article 5

Analysis of the request submitted by Zimbabwe for an extension of the deadline for completing the destruction of anti-personnel mines in accordance with Article 5 of the Convention

Submitted by the President of the Thirteenth Meeting of the States Parties on behalf of the States Parties mandated to analyse requests for extensions

1. Zimbabwe ratified the Convention on 18 June 1998. The Convention entered into force for Zimbabwe on 1 March 1999. In its initial transparency report submitted on 11 January 2000, Zimbabwe reported areas under its jurisdiction or control containing, or suspected to contain, anti-personnel mines. Zimbabwe was obliged to destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control by 1 March 2009. Zimbabwe, believing that it would be unable to do so by that date, submitted a request to the 2008 Ninth Meeting of the States Parties (9MSP) for a 22 month extension of its deadline, until 1 January 2011. The 9MSP agreed unanimously to grant the request.

2. In granting Zimbabwe's request in 2008, the 9MSP, while noting that it may have been unfortunate that after almost ten years since entry into force a State Party was unable to specify how much work remains and how it will be carried out, it was positive that Zimbabwe intended to take steps to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to complete Article 5 implementation. In this context, the 9MSP noted the importance of Zimbabwe requesting only the period of time necessary to assess relevant facts and develop a meaningful forward-looking plan based on these facts. The 9MSP further noted that, by requesting a 22 month extension, Zimbabwe was projecting that it would need approximately two years from the date of submission of its request to obtain clarity regarding the remaining challenge, produce a detailed plan and submit a second extension request.

3. On 3 August 2010 Zimbabwe submitted to the President of the Second Review Conference a request for extension of its 1 January 2011 deadline. On 28 September 2010 Zimbabwe submitted to the President of the Second Review Conference a revised request for extension incorporating additional information provided in response to the President's

questions. Zimbabwe's request was for an additional 24 months, until 1 January 2013. The Tenth Meeting of the States Parties (10MSP) agreed unanimously to grant the request.

4. In granting Zimbabwe's request in 2010, the 10MSP, while noting that Zimbabwe had not complied with the commitment it had made, as recorded by the 9MSP, to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to compete Article 5 implementation, it was positive that Zimbabwe had committed, by 1 January 2013, to have built its capacity, improved its efficiency, carried out survey and engaged those in a position to provide assistance. In this context, the 10MSP noted that, as Zimbabwe had made it clear that the provisions of external support was necessary to fully implement the plan contained within its request, Zimbabwe could inspire greater confidence on the part of those in a position to provide assistance by increasing national ownership and enhancing its humanitarian demining effort in ways that would cost little, including by adopting IMAS-compliant national standards and strengthening civilian demining authorities. The 10MSP further noted that, by requesting a 24 month extension, Zimbabwe was projecting that it would need approximately two years from the date of submission of its request to obtain clarity regarding the remaining challenge, produce a detailed plan and submit a third extension request.

5. On 30 March 2012, Zimbabwe submitted to the President of the Eleventh Meeting of the States Parties (11MSP) a request for extension of its 1 January 2013 deadline. On 29 October 2012, Zimbabwe submitted to the 11MSP President a revised request for extension incorporating additional information provided in response to the President's questions. Zimbabwe's request was for 24 months, until 1 January 2015. The Twelfth Meeting of the States Parties (12MSP) agreed unanimously to grant the request.

6. In granting Zimbabwe's request in 2012, the 12MSP, while noting that Zimbabwe had not complied with the commitment it had made, as recorded by the 10MSP, to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to compete Article 5 implementation, it was positive that Zimbabwe had made efforts to build its capacity and improve its efficiency by engaging the support of international organizations and developing survey and clearance plans for the remaining area. In this context, the 12MSP noted the importance of Zimbabwe making use of the full range of practical methods to release, with a high level of confidence, areas suspected of containing anti-personnel mines, as recommended by the 9MSP, and encouraged Zimbabwe to continue seeking improved land release and certification techniques which could lead to Zimbabwe fulfilling its obligations in a shorter time frame. The 12MSP further noted that, by requesting a 24 month extension, Zimbabwe was projecting that it would need approximately two-and-one-quarter years from the date of submission of its request to obtain clarity regarding the remaining challenge, produce a detailed plan and submit a fourth extension request.

7. On 31 December 2013, Zimbabwe submitted to the President of the Thirteenth Meeting of the States Parties (13MSP) a request for extension of its 1 January 2015 deadline. On 19 March 2014, the Co-Chairs of the Standing Committee on Mine Clearance, Mine Risk Education and Mine Action Technologies wrote to Zimbabwe to request additional information. Zimbabwe provided a response to the Co-Chairs' questions on 1 April 2014. Zimbabwe's request is for 3 years, until 1 January 2018.

8. The request indicates that Zimbabwe now understands the original contamination as amounting to 10 mined areas measuring a total of 310.65 square kilometres: Victoria Falls to Mlibizi (88 square kilometres), Musengezi to Rwenya (141.68 square kilometres), Sango Border Post to Crooks Corner (22.9 square kilometres), Rusitu to Muzite Mission (30 square kilometres), Sheba Forest to Beacon Hill (20 square kilometres), Burma Valley

(1.32 square kilometres), Rushinga (2.8 square kilometres), Lusulu (2.8 square kilometres), Mukumbura (0.55 square kilometres) and Kariba (0.6 square kilometres).

9. The request indicates, as did the request granted in 2010, that based on military planning processes and limited number of records available, together with the experience of the National Mine Clearance Squadron (NMCS), three different types of mined areas can be found in Zimbabwe: Cordon Sanitaire, consisting of three rows of subsurface anti-personnel mines laid in a standard pattern with a width of 25 metres emplaced close to or on the international border; ploughshare minefields, consisting essentially of three rows of ploughshare directional fragmentation anti-personnel mines mounted on 0.5 to 1 metre high stakes, protected by sub-surface anti-personnel mines; and, reinforced ploughshare minefields, which consist of 6 rows of ploughshare directional fragmentation anti-personnel mines mounted on 0.5 to 1 metre high stakes, protected by sub-surface anti-personnel mines. The request further indicates that there has been some variation in the pattern employed as well as in the types of mines laid in these areas.

10. The request indicates that, while Zimbabwe does not maintain a reliable database of landmine casualties, Zimbabwe estimates that over 1,561 individuals have been killed or injured by mines and that more than 120,020 livestock and thousands of wild animals having been killed since 1980, and that the actual number of casualties is likely much greater. The request further indicates that the HALO Trust and Norwegian People' Aid (NPA) have been collecting data as they conduct survey and clearance and that, through community liaison and mine risk education efforts, cases reported have been collated and submitted to ZIMAC. The request also indicates that the greatest impact on the population concerns the Musengezi to Rwenya and the Sango Border Post to Crooks Corner minefields. In addition, the request indicates that mines continue to have an impact on rural communities, commercial farming and tourism. The States Parties mandated to analyse requests submitted under Article 5 of the Convention (hereafter referred to as the 'analysing group') noted that, while the request indicates that "casualties are still being reported", Zimbabwe has not collected and provided data on victims disaggregated by sex in keeping with the commitments made in Action #25 of the Cartagena Action Plan and welcomed the commitment of Zimbabwe to collect information concerning landmine casualties.

11. The Co-Chairs asked Zimbabwe if, given that Zimbabwe has been working in the Sango Border Post region for a number of years and given that surveys have been conducted in a number of communities by NPA and the HALO Trust, it could provide more specific information on the socio-economic impact of mines on communities adjacent to specific mined areas. Zimbabwe responded by indicating that the impact in communities adjacent to Musengezi and Rwenya minefields is significant as communities are living, working and commuting past minefields on a daily basis and lives are affected in multiple ways including by continued accidents by humans and cattle and the blockage of land which could be used productively. Zimbabwe indicated that displaced communities will return to mined areas once the areas are cleared with development activities earmarked for cleared land including building of more accessible schools, clinics and safe border crossing routes. Zimbabwe further indicated that in the Sheba Forest to Leacon Hill, Burma Valley and Rusitu to Muzite Mission minefields, surveys have been conducted in 13 communities, which indicated that more than 250 households have been displaced as a result of the mine contamination problem with most people having relocated to Mozambique. Zimbabwe further indicates that many of these households have indicated that, once mine clearance has been concluded, they would return to areas where the land is fertile and that, in some areas, the locals have unknowingly entered contaminated areas for the purpose of cultivating land.

12. The request indicates that anti-personnel mines have denied farmers about 167.28 square kilometres of fertile land (141.68 square kilometres in Mukumbura and 25.6 square

kilometres in Rusitu/Muzite area), freedom of movement, and access to potable water sources and grazing land, and that commercial farming and tourism have been negatively affected. The analysing group noted that progress in the implementation of Article 5 during the requested extension period had the potential of making a significant contribution to improving human safety and socioeconomic conditions in Zimbabwe.

13. The request indicates that Zimbabwe has used both military and commercial assets to demine. The request further indicates that, as Zimbabwe's information on mined areas stems from outdated 1994 technical survey reports, any future activities will need to involve resurvey of the remaining minefields to determine the full extent of contamination, using the latest survey methodologies. The request also indicates that survey and clearance of the remaining 8 mined areas will be carried out with the support of the HALO Trust and NPA, with the HALO Trust tasked with survey and clearance of the Musengezi to Rwenya, Rushinga and Mukumbura mined areas, NPA tasked with the survey and clearance of the Rusitu to Muzite Mission, Sheba forest and Burma Valley mined areas, and the NMCS tasked with the survey and clearance of the Sango Border Post to Crooks Corner, Lusulu and Kariba mined areas. The request indicates that surveys commenced in November 2012 and are expected to be completed by September 2014.

14. The request recalls that efforts to demine began soon after Zimbabwe gained independence with a total of 101.775 square kilometres having been cleared to date, erroneously reported as 306.46 square kilometres in Zimbabwe's previous extension requests, culminating in the destruction of 208,338 anti-personnel mines. The request indicates that clearance has been completed in the Victoria Falls to Mlibizi minefield in 2005 (88 square kilometres) as well as the Kariba minefield in 2013 (0.6 square kilometres). The request also indicates that, in the early post-war period, an average of 600 items of unexploded ordnance (UXO) were recovered annually and that, in the period 2000-2013, a total of 1,939 UXO have been recovered.

15. The request indicated that NPA has conducted non-technical, technical and impact assessment surveys in three minefields (Sheba Forest to Leacon Hill, Burma Valley and Rusitu to Muzite) during the period of 12 November 2012 to 11 October 2013, with a total of 17,150,000 square meters covered during the non-technical survey and 37,146 square metres during technical survey with a total of 15 communities surveyed during impact assessment exercises. The request also indicated that the survey of the Burma Valley has ascertained that the width of the minefield is actually 150 meters and not the 300 meters previously estimated. The report further indicates that with the current strength of 20 deminers, and at the current clearance rate of 40 square meters per deminer per day, it would take NPA an estimated 17 years to clear the 3 minefields. The request further indicates that an increase in the operational staff up to 30 deminers is planned for 2014 and beyond which will reduce the projected period significantly, with the incremental increase in capacity dependent on an increase in donor funding.

16. The request indicates that the HALO Trust commenced survey operations in mid-August 2013 with two survey teams having completed survey from the Ruya River west to Mukumbura town and began surveys of the Mukumbura minefield. The request indicates that, by the end of November 2013, the HALO Trust had surveyed a frontage of 79.3 kilometres and of the areas surveyed the width of the cordon sanitaire minefields has been 30 meters while the average width of ploughshare surveyed has been 61 meters, with this being a significant reduction from the 400 meter width previously estimated. The request further indicates, however, that the Mukumbura minefield has an average width of 142 meters instead of the earlier estimated width of 25 meters. The request also indicates that the full extent of contamination will be known after the completion of surveys. The request further indicates that the HALO Trust will seek to increase its capacity in the Musengezi to

Rwenya minefield from 3 sections in November 2013, to ten sections by April 2014 to 12 sections in 2015.

17. The Co-Chairs asked Zimbabwe if it could offer information on the status of survey efforts. Zimbabwe responded by indicting that the survey operations have been completed in Rusitu to Muzite Mission, Sheba Forest to Leacon Hill, and Burma Valley minefields and that survey of the remaining minefields (Musengezi to Rwenya, Sango Border Post to Crooks Corner, Lusulu and Mukumbura) will be concluded in September 2014.

18. The request indicates that, to date, it is understood that the remaining challenge amounts to 8 minefields measuring 208.88 square kilometres.

Table 1
Estimates of the size of remaining mined areas

Musengezi to Rwenya	*141.68 square kilometres*
Sango Border Post to Crooks Corner	14.13 square kilometres
Rusitu to Muzite Mission	25.6 square kilometres
Sheba Forest to Leacon Hill	20 square kilometres
Burma Valley	1.32 square kilometres
Rushinga	2.8 square kilometres
Lusulu	2.8 square kilometres
Mukumbura	0.55 square kilometres
TOTAL	208.88 square kilometres

19. The request indicates the following, which in Zimbabwe's view, acted as circumstances impeding implementation since entry into force: (a) inadequate funding for demining from the government; (b) insufficient demining equipment, and; (c) the impact of sanctions imposed by some potential donors. The request also indicates that many of these circumstances no longer apply given the support that Zimbabwe is now receiving from international organizations.

20. The request indicates that, as the minefields are known, the method used to release land has been through full clearance through manual demining with clearance being preceded by a technical survey to ensure that resources are not wasted clearing areas without contamination. The request further indicates that, as a result of training in November 2013, which was supported by the International Committee of the Red Cross, ZIMAC now has a quality assurance and quality control team. This team will carry out quality control on areas cleared by the HALO Trust and NPA, with the team having done so with respect to 50,989 square meters of cleared area on the Burma Valley minefield during the period of 9 – 13 December 2013, thus permitting the area's release. The Co-Chairs asked Zimbabwe if it has considered introducing additional resources, such as mechanical clearance assets. Zimbabwe indicated that terrain, vegetation and the density of mines suggest that the employment of mechanical means is expensive and difficult, but that this technology could be considered to be employed in clearing access routes and base lanes.

21. As noted, Zimbabwe's request is for 3 years (until 1 February 2018) with Zimbabwe's rationale for this being that, over the course of the next three years, Zimbabwe will gain a clearer picture of the remaining challenge as well as a good idea of what progress will be possible once partners are at full capacity and other possible partners and donors find a way to support Zimbabwe's mine action programme. The request further indicates that, following the process of survey, retraining and consolidation of resources by deminers and the work by the two international demining organizations, Zimbabwe is

confident that it will be able to embark on clearance of mined areas based on a clear and effective plan for the final removal of all remaining minefields as required under Article 5.

22. The request indicates that completion of survey in the remaining areas will allow for the development of a comprehensive clearance plan for Zimbabwe and that Zimbabwe will report on survey results at the Fourteenth Meeting of the States Parties. The request further indicates that the plan and timelines have been put together in collaboration with partner organisations and that it is important to highlight that the plan will be amended as organizations deploy staff to the field and learn lessons from operations in Zimbabwe. The request also contains a number of milestones to be accomplished during the extension period.

Table 2
Milestones to be achieved during the requested extension period

Year	*Milestones*
2015	• Clear 1,232,000 square meters (432,000 square meters in Musengezi to Rwenya minefield, 550,000 square meters in Sango Border Post to Crooks Corner minefield, and 250,000 square meters in Rusitu to Muzite Mission minefield). • Develop National Strategic Plan on the basis of survey results. • Provide a report on the outcomes of surveys as well as on ongoing clearance activities and an update on number, size and location of any mined areas and on its programme for addressing these areas
2016	• Clear 1,280,000 square meters (432,000 square meters in Musengezi to Rwenya minefield, 550,000 square meters in Sango Border Post to Crooks Corner minefield, and 300,000 square meters in Rusitu to Muzite Mission minefield). • Provide a report on ongoing clearance activities and an update on number, size and location of any mined areas and on its programme for addressing these areas
2017	• Clearance of 1,504,000 square meters (554,000 square meters in Musengezi to Rwenya minefield, 600,000 square meters in Sango Border Post to Crooks Corner minefield, and 350,000 square meters in Rusitu to Muzite Mission minefield). • Provide a report on the outcomes of ongoing clearance activities and an update on number, size and location of any mined areas and on its programme for addressing these areas • Submit a new clearance plan in the context of submitting a new request for an extended deadline.

23. The request indicates that in addition to survey and clearance activities, Zimbabwe will mobilise resources, relocate the ZIMAC outside of military installations, once the Ministry of Defence obtains required funds, and develop and implement a national strategic plan. The analysing group, while noting the importance of Zimbabwe's commitment to carry out these actions, recalled that the same commitments had been made in Zimbabwe's request which had been approved by the 10MSP.

24. The request includes possible risks and assumption which would affect the fulfilment of commitments contained in the request, including, heavy rains, terrain, metallic contamination from plough shear minefields, administrative delays, and financing

25. The request indicates that activities over the course of the extension period will cost a total of US$ 12,965,125 with US$ 2,875,000 to be provided by the Government of Zimbabwe and US$ 10,090,125 to be sought from other sources. The analysing group noted that given the importance of external support to ensure timely implementation, Zimbabwe could benefit from developing as soon as possible a resource mobilisation strategy. The analysing group further noted that while Zimbabwe indicated that activities concerning mine risk education would be carried out by partner organizations, it is unclear how these activities would be funded given that the budget presented does not include a budget line for these activities.

Table 3
Projected costs during the requested extension period

Organization	*Item*	*Cost*
HALO Trust	clearance	US$ 6,170,625
NPA	clearance	US$ 3,919,500
NMCS	clearance	US$ 2,000,000
	quality control	US $80,000
	information management	US $15,000
TOTAL		US$ 12,185,125

26. The analysing group, while noting that Zimbabwe had not complied with the principal commitment it had made, as recorded in the decisions of the 12MSP, to garner an understanding of the true remaining extent of the challenge and to develop plans accordingly that precisely project the amount of time that will be required to complete article 5 implementation, noted with satisfaction that Zimbabwe has made efforts to do so as well as to build its capacity and improve its efficiency by acquiring the support of international organizations and developing survey and clearance plans for the remaining areas.

27. In recalling that all survey activity is scheduled to be complete by September 2014, which should result in an accurate understanding of the remaining implementation challenge, the analysing group noted that the Convention would benefit from Zimbabwe submitting to the States Parties, through the Convention's President, prior to the Fourteenth Meeting of the States Parties, an updated detailed work plan for the remaining period covered by the extension. The analysing group noted that this work plan should contain an updated list of all areas known or suspected to containing anti-personnel mines, annual projections of which areas and area that would be dealt with each year during the remaining period covered by the request and by which organisation, and a detailed Budget.

28. The analysing group noted that the milestones contained in the request would greatly assist Zimbabwe and all States Parties in assessing progress in implementation during the extension period. In this regard, the analysing group noted that it would be beneficial if Zimbabwe provided updates relative to commitments noted in paragraphs 13 and 22 of this analysis and other commitments made in the request at intersessional meetings and at Meetings of the States Parties. In addition, the analysing group noted that the Convention would benefit from Zimbabwe informing the States Parties on an annual basis, as relevant, on the following:

(a) The number, location and size of remaining mined areas, plans to clear or otherwise release these areas and information on areas already released, disaggregated by release through clearance, technical survey and nontechnical survey in accordance with Action #17 of the Cartagena Action Plan.

(b) Resources obtained relative to needs expressed in the request, including resources provided by the Government of Zimbabwe itself.